

DOI: <https://doi.org/10.52340/PUTK.2025.29.02>

**VETERINARY CONVENTION ON HEALTH
AND ANIMAL DISEASES AND
THE TURKISH-GEORGIAN BORDER
IN THE DOCUMENTS
OF THE TURKISH DIPLOMATIC ARCHIVE**

**ვეტერინარული კონვენცია
ჯანმრთელობის, ცხოველთა დაავადებებისა
და თურქეთ-საქართველოს საზღვრის შესახებ
თურქეთის დიპლომატიური
არქივის დოკუმენტების მიხედვით**

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ABSTRACT

tAfter the 1917 Bolshevik revolution, the Georgian Mensheviks took control of the administration in Georgia and declared independence. However, this was short-lived: following the Sovietization of Armenia and Azerbaijan by the Bolsheviks, Red Army troops entered Tbilisi, and the Georgian Soviet government was established in 1921. During the subsequent Soviet period, Turkish-Georgian relations evolved, largely influenced by the broader dynamics of Turkish-Soviet interactions. Although there were no insurmountable problems until the beginning of World War II, Turkish-Soviet relations grew tense as the war progressed, and this tension continued to escalate even after the war. Turkey maintained a keen interest in Georgia along the Soviet border, monitoring developments closely and informing the Turkish Foreign Ministry and other relevant state institutions. The archival documents related to Georgia mainly cover military, political, demographic, territorial, migratory, and commercial relations. Following the cession of Batumi to Georgia under the Treaty of Moscow, population movements intensified, leading to problems related to borders and land ownership. One of these problems was related to animal health, which required regulations on the movement of livestock to pastures and meadows.

To avoid any risks during border crossings, Turkey closely monitored developments concerning the sanitary situation and epidemics in neighboring Georgia. According to a 1923 report, although investigations revealed no presence of diseases such as cholera or typhus in Georgian ports, the need arose to take measures against contagious animal diseases along the Turkish–Georgian border between Turkey and the USSR, and the possibility of concluding an agreement was brought to the agenda in this context.

A 17-article *Veterinary Agreement (Contract)* was signed between Turkey and Georgia on August 6, 1928, in Ankara, along with three protocols and annexes that were approved on the same day. The agreement was concluded within the framework of the Treaty of Kars, signed on 13 October 1921, and the Pastures Agreement, signed in Ankara on 6 August 1928. Accordingly, the inhabitants of Turkey were permitted to use designated pastures within the borders of the Adjara, Ozurgeti, Ahıska, and Akhalkalaki administrations, whereas the inhabitants of the Georgian Soviet Socialist Republic were allowed to use areas within the borders of the Artvin and Kars provinces, extending up to 15 kilometers away from the Turkish–Georgian border. The contract specified the procedures for controlling large and small livestock, as well as the rules and sanctions that animal owners using the pastures and the authorities on both sides of the border were required to follow.

In this study, the Veterinary Agreement is examined as a regulation concerning health, livestock diseases, and the Turkish–Georgian border during the Soviet period, drawing on documents from the Turkish Diplomatic Archive.

Keywords: Georgia-Turkey relations, veterinary agreement, epidemic.

აბსტრაქტი

1917 წლის ბოლშევიკური რევოლუციის შემდეგ ქართველმა მენშევიკებმა საქართველოში ადმინისტრაცია აიღეს და დამოუკიდებლობა გამოაცხადეს, თუმცა ეს გამარჯვება ხანმოკლე აღმოჩნდა. მალევე ბოლშევიკებმა სომხეთსა და აზერბაიჯანში გაიმარჯვეს, წითელი არმიის ჯარების თბილისში შევიდნენ და 1921 წელს საქართველოს საბჭოთა რეჟიმი დაამყარეს. ამ ეტაპის შემდეგ, საბჭოთა კავშირის პერიოდში თურქეთ-საქართველოს ურთიერთობები განვითარდა, რაც თურქეთ-საბჭოთა ურთიერთობების დამსახურებაა. მიუხედავად იმისა, რომ მეორე მსოფლიო ომის დაწყებამდე გადაულახავი პრობლემა არ არსებობდა, ომის მიმდინარეობისას თურქეთ-საბჭოთა კავშირის ურთიერთობები დაიძაბა და ეს დაძაბულობა ომის შემდეგაც გაიზარდა. თურქეთი ინარჩუნებდა ინტერესს საბჭოთა კავშირის საზღვარზე მყოფი საქართველოს მიმართ, აკვირდებოდა იქ მიმდინარე მოვლენებს და თურქეთის საგარეო საქმეთა სამინისტროსა და სახელმწიფოს შესაბამის ინსტიტუტებს აცნობებდა მოვლენების შესახებ. საქართველოსთან დაკავშირებული საარქივო დოკუმენტები ძირითადად მოიცავს სამხედრო, პოლიტიკურ, მოსახლეობის, მიწის, მიგრაციისა და კომერციულ ურთიერთობებს. განსაკუთრებით მას შემდეგ, რაც მოსკოვის

ხელშეკრულების შემდეგ ბათუმი საქართველოს გადაეცა, მოსახლეობის ნაკადი გაიზარდა და შესაბამისად, წარმოიშვა საზღვრებისა და მიწების პრობლემები. ერთ-ერთი მათგანი ჯანმრთელობის საკითხს ეხებოდა და აუცილებელი იყო რეგულაციების მიღება, განსაკუთრებით ცხოველების სამოვრებსა და მდელოებზე გადაყვანასთან დაკავშირებით.

იმისათვის, რომ გადაკვეთის დროს რაიმე რისკი არ შექმნილიყო, თურქეთი ყურადღებით აკვირდებოდა მეზობელ საქართველოში სანიტარული მდგომარეობისა და ეპიდემიების განვითარებას. 1923 წლის ანგარიშის თანახმად, მიუხედავად იმისა, რომ გამოძიების შედეგად დადგინდა, რომ ისეთი დაავადებები, როგორიცაა ქოლერა და ტიფი, საქართველოს პორტებში არ დაფიქსირებულა, თურქეთსა და სსრკ-ს შორის თურქეთ-საქართველოს საზღვარზე ცხოველთა გადამდები დაავადებების წინააღმდეგ ზომების მიღების აუცილებლობა წარმოიშვა და ამ კონტექსტში დღის წესრიგში დადგა შეთანხმების დადება.

1928 წლის 6 აგვისტოს ანკარაში თურქეთსა და საქართველოს შორის 17-პუნქტიანი „ვეტერინარული შეთანხმება (კონტრაქტი)“ დაიდო; იმავე დღეს დამტკიცდა ამ კონტრაქტის სამი ოქმი დადანართი. შეთანხმება დაიდო 1921 წლის 13 ოქტომბერს ყარსში ხელმოწერილი ხელშეკრულებისა და 1928 წლის 6 აგვისტოს ანკარაში ხელმოწერილი სამოვრების შეთანხმების ფარგლებში. შესაბამისად, თურქეთის მოსახლეობას შეეძლო ესარგებლა აჭარის რეგიონის, ოზურგეთის, აპსიკას და ახალქალაქის ადმინისტრაციების საზღვრებში არსებული ცნობილი სამოვრებით, ხოლო საქართველოს სოციალისტური საბჭოთა რესპუბლიკის მოსახლეობას - ართვინისა და ყარსის პროვინციების საზღვრებში არსებული ტერიტორიებით, თურქეთ-საქართველოს საზღვრიდან 15 კილომეტრამდე დაშორებით. ხელშეკრულებაში მითითებული იყო, თუ როგორ უნდა გაკონტროლებულიყო მსხვილფეხა და პატარა ზომის ცხოველები და რა წესები და სანქციები უნდა დაეცვათ სამოვრების საჭიროების მქონე ცხოველების პატრონებსა და ორივე საზღვარზე მყოფ ორგანოებს.

ამ კვლევაში ვეტერინარული შეთანხმება განხილულია როგორც რეგულაცია, რომელიც ეხება ჯანმრთელობის მდგომარეობას, ცხოველთა დაავადებებს და თურქეთ-საქართველოს საზღვარს საქართველოში სსრკ-ის პერიოდში, თურქეთის დიპლომატიური არქივის დოკუმენტების მიხედვით.

საკვანძო სიტყვები: საქართველო-თურქეთის ურთიერთობები, ვეტერინარული შეთანხმება, ეპიდემია.

Introduction

After the 1917 Bolshevik revolution, Georgian Mensheviks took over the administration in Georgia and declared its independence. However, this was a short-term situation and with the Sovietization of Armenia and Azerbaijan by the Bolsheviks, the Red Army troops entered Tbilisi and the Georgian Soviet administration was

established in 1921. After this stage, during the Soviet Union period, Turkish-Georgian relations developed in dependence on Turkish-Soviet relations.

Although it was not an insurmountable problem until the beginning of World War II, Turkish-Soviet relations became tense according to the course of the war and this tension continued to increase after the war. Turkey maintained its interest in Georgia, which was on the borderline with the Soviet Union, followed the developments there and kept the Turkish Foreign Ministry and the relevant institutions of the state informed about the developments. The issues related to Georgia were mainly military, political, population, land and migration. Especially after Batumi was ceded to Georgia following the Treaty of Moscow, there was an influx of population on the one hand and problems such as borders and land on the other. One of these issues related to health, and in particular, it was necessary to regulate the passage of animals to pastures and grazing lands.

Turkey followed the developments regarding the sanitary situation and epidemics in its neighbor Georgia. According to a 1923 report, because of an investigation, it was reported that diseases such as cholera and typhus were not seen in Georgian ports.

1. Examples of Documents on Health Issues in Georgia

Documents related to health and diseases in Georgia in the 1920s mainly concern the health tax demanded by the Georgian government from Turkish citizens in Batumi and the cholera outbreak in Tbilisi in 1921. In a document dated July 14, 1921, the Consul General of Batumi reported a cholera outbreak in Tbilisi.¹

In a letter sent to the TBMM Tbilisi representative on July 5, 1922, by a quarantine major doctor on duty in the Kars border region, it was requested that the presence of cholera cases in Tbilisi be determined and reported to the Gyumri Consulate and health officials.² On October 11, 1922, a response was given to this kind of information, which was requested in order to take precautions on the border,³ stating that no serious situation was observed on the Georgian border, and on October 29, it was reported that there was no danger.⁴

A document dated May 7, 1923 concerns the health measures taken by Georgia during the transfer of migrants from Batumi to Turkey. In the document, it is stated that women and children were healthy at the Batumi border and strict health measures were taken during the transportation of migrants. The information given here is that a cholera epidemic was encountered among some Greek immigrants and the quarantine administration took control of the situation. Although typhus vaccination was recommended for the protection of travelers and as a precaution against the epidemic, it was stated in the document that this was not possible in Georgia under the conditions of the day. In July of the same year, there is a document stating that the quarantine measures were lifted.⁵ According to a 1923 report, because of the investigation, it was reported that diseases such as cholera and typhus were not seen in Georgian ports.⁶

¹ TDA, 35995-141851-97.

² TDA, 36150-142685-157.

³ TDA, 36150-142685-161

⁴ TDA, 36150-142685-159.

⁵ TDA, 36098-142569-109

⁶ TDA, 35995 - 141851 – 13/571.

We understand from another document that doctors held a meeting in Georgia every two years. In 1929, the fifth meeting took place in Batumi and lasted from January 24 to 30. At this meeting, which was attended by 14 doctors from Batumi, tuberculosis was discussed and it was decided to hold the next meeting in Abaza.⁷

Finally, the encrypted telegram dated January 15, 1929 sent to the Turkish Foreign Office by Hüseyin Bey, Deputy Consul in Tbilisi, covers politics and health issues in Georgia. In the telegram, it was stated that the German hospital in Tbilisi had been seized by the Soviet Union and the staff, including two Muslim doctors, had left for Germany. It is understood that the reason behind this seizure was the detection of doctors obtaining intelligence from patients.⁸

2. Veterinary Contract Signed between Turkey and Georgia (August 6, 1928)

Turkey and Georgia signed a 17-article “Baytari Mukavelename” in Ankara on August 6, 1928, which was paraphrased on January 28, 1927, and the three protocols and annexes to this agreement were ratified on the same day. The Treaty was concluded in accordance with the Treaty signed in Kars on October 13, 1921 and the Pastures Treaty signed in Ankara on August 6, 1928.

The parties were the USSR and Turkey, and the treaty was signed on behalf of the Republic of Turkey by Diyarbakır Deputy Zekayi Bey, and on behalf of the USSR by M. Potemkin, Undersecretary of the USSR Embassy, M. Jacques Suritz, USSR Ambassador Extraordinary and Ambassador Extraordinary, M. Andre Kalandadze and M. Andre Ivantchenko.

Accordingly, the inhabitants of Turkey would be able to benefit from the usual pastures within the border administrations of the former Batumi region, the former Uzurgeti, Ahıska and Akhalkalaki administrations, and the inhabitants of the Georgian Socialist Soviet Republic would be able to benefit from the areas within the borders of Artvin and Kars provinces, up to 15 kilometers away from the Turkish-Georgian border.

In the first part of the Treaty, titled “Organization of the Control of Baytaria in the Border Area”, the border area subject to baytaria was defined as the areas up to 15 kilometers from the Turkish-Georgian border. The right to utilize these pastures did not include the pastures within the 15-kilometer forbidden zone boundary within the framework of the parties’ agreements.

The designated location was Kars for Turkey and Batumi for the Socialist Shura Republics. There was a caveat here. The use of pastures included only the grazing of herds, not the mowing and transportation of grass.

The Parties were to establish four permanent sanitary points in the border area, which were to be inspection and quarantine areas. The routes by which animals would be taken to pasture were also determined. These:

1. Kain-Gokdag near the ruins of the police station on the Sulda-Bashkoy road
2. Kenarbeli-Karzah
3. Karmamet-Talalet
4. Badelâ-Orçoşan
5. Gramani-Tilil

⁷ TDA, 35995 - 141852 – 33/571.

⁸ TDA, 34930-137924-2

6. Yellow-meadow-iron gate
7. Tibeti Dogadeze
8. Gonvan-Merisi,
9. Zeda-Kertviz-Gorgazeti
10. Maraditi
11. Sarp

Animals were to be allowed to cross from the Sarp to the other side, provided that all sanitary treatment had been carried out. It was deemed necessary to establish a veterinary organization at each point for inspection purposes. This organization was to consist of a medical doctor (veterinarian), an assistant veterinarian, a permanent or temporary veterinary military agent or border veterinary guard, provided that the number was appropriate to the season, the number of crossing points and the conditions of animal breeding.

The second part of the agreement was titled “Registration of Livestock in the Border Zone”. In this part, all animals within 15 kilometers of the border area had to be registered and stamped on a permanent basis (registration book sample 1).

Large animals with horns were to be hot-stamped on the right side of the rump, and small animals with horns were to be stamped on the ears. For the implementation of the procedure for registration of animals, each animal owner was to have a wallet. Upon delivery of the wallets, a general list would be prepared for each village and pasture area. This list would then be forwarded to the neighborhood administration and kept for future registration.

The lists and wallets were to be presented to the veterinarian during the inspection of the animals. If there was a suspicious situation regarding animals that were not registered in the owners’ wallets or not stamped, the treatment would be carried out under the supervision of the veterinarian in line with the information to be obtained from the place of origin.

Even if there were a shortage in the number of animals in the wallet, treatment would be carried out according to the examination to be carried out under the supervision of a veterinarian. In case of suspicion of epidemic diseases such as plague, quarantine was stipulated, and this period was set as 21 days for large animals.

If livestock owners lost their wallets, the actual amount of livestock would be determined according to the investigation to be carried out under the control of the veterinarian and they would be required to obtain a new wallet. The veterinarian at the border point was to be notified of this situation within three days at the latest.

The third section was titled “Movement of Animals to be Shipped to be Railed Across Borders”. Here, it was stated that animals to be moved to pastures would be registered by the local administration 21 days before their movement upon the petition of the owner.

The petition should include information such as the name, title, place of residence, type and breed of the animal, its number, the place where the animals were located at the time of registration, the district and pasture to be visited. After the petition of the animal owner was registered and recorded by the local administration, it was to be immediately forwarded to the local veterinarian.

After receiving the petition, the government veterinarian would examine the animals and determine whether they were infectious or not. In the case of cattle, he would check whether they had been free of bovine plague for 60 days, and in the case of sheep, whether they were free of smallpox.

The veterinary notice was to be issued in accordance with the contract and given no more than three days before the departure of the animals. The duration of the veterinarian's certificate was limited to eight days. Animals were not allowed to stay on the road for more than two days without the permission of the government veterinarian. If the number of animals going to pasture changed on the road, the owner was obliged to notify the local administration.⁹

Conclusion

After the Treaty of Moscow, the Turkish-Georgian border became more important between the two countries. While there was a need to regulate the lands and pastures on both sides of the border, regulations were made to prevent the people from being victimized in both issues.

The border area was also a transit route for the transportation of migrants and for the livestock owners to go to their pastures. It is understood that both countries took precautions especially against epidemics and to ensure border security at this point. Quarantine administrations were established and military doctors and health personnel worked there. Turkey closely followed the developments regarding health and epidemics in Georgia, especially in the 1920s when epidemics were rife, and took measures when necessary.

The most important pillar of the health issue was animal diseases, necessary measures were taken to prevent the spread of epidemics from them, and eventually a Baytari Convention was concluded between Turkey and Georgia, separately with the USSR. This agreement allowed livestock owners to benefit from the pastures within the borders of both countries, while at the same time setting the rules.

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⁹TDA, 35721 - 141002 – 23/571